



# Town of Knightdale

## Staff Report

Title: Robertson Crossing Planned Unit Development (ZMA-16-22)

Staff: Kevin Lewis, Senior Planner

Date: May 17, 2023

Director Signature: JB

Town Manager Signature: WRS

### **I. REQUEST:**

Timmons Group, on behalf of Natelli Communities, has submitted an application requesting a Zoning Map Amendment to rezone approximately ±188.4 acres at 840 Robertson Street, identified by Wake County PINs 1754834965, 1754923537, 1754727141, 1754810838, 1754812900, 1754822951, 1754814716, 1754847374, 1754847584, 1754945547, 1764043505, and 1754936968 from Rural Transition and General Residential-3 to General-Residential-8 and Neighborhood Mixed-Use Planned Unit Development to allow for the construction of a 664 lot residential subdivision and 12.29 acres of mixed-use space.

### **II. PROJECT PROFILE:**

PROPERTY LOCATION:	840 Robertson Street
WAKE COUNTY PIN:	1754834965, 1754923537, 1754727141, 1754810838, 1754812900, 1754822951, 1754814716, 1754847374, 1754847584, 1754945547, 1764043505, and 1754936968
CURRENT ZONING DISTRICT:	Rural Transition (RT) and General Residential-3 (GR3)
CURRENT DENSITY ALLOWED:	Up to 3 unit per acre
PROPOSED ZONING DISTRICT:	General Residential-8 and Neighborhood Mixed-Use Planned Unit Development (GR8 & NMX-PUD)
DENSITY PERMITTED:	No Maximum Density
NAME OF PROJECT:	Robertson Crossing
APPLICANT:	Timmons Group
PROPERTY OWNER:	Debnam Family, Poole Family, Mildren & Timothy Griffin, Dennis & Pamela Perry, Hilton P Weathers, Tom Williamson
DEVELOPER:	Natelli Communities
PROPERTY SIZE:	188.4 acres
CURRENT LAND USE:	Vacant/Undeveloped
PROPOSED LAND USE:	664 residential units, 12.29 acre of mixed-use space
PROPOSED DENSITY:	3.77 units per acre
PROPOSED OPEN SPACE:	20.94 acres

### **III. BACKGROUND INFORMATION:**

The Planned Unit Development District (PUD) is a re-zoning process which is designed to encourage master planning of development and to coordinate such development so as to manage the impacts of the development on the provision of Town Services and infrastructure. The PUD encourages creativity and innovation in the design of developments, but in return for this flexibility the expectation is for communities to provide exceptional design, character, and quality; provide high quality community amenities; incorporate creative design in the layout of buildings; ensure compatibility with surrounding land uses and neighborhood character; encourage the creation of mixed density neighborhoods, neighborhood



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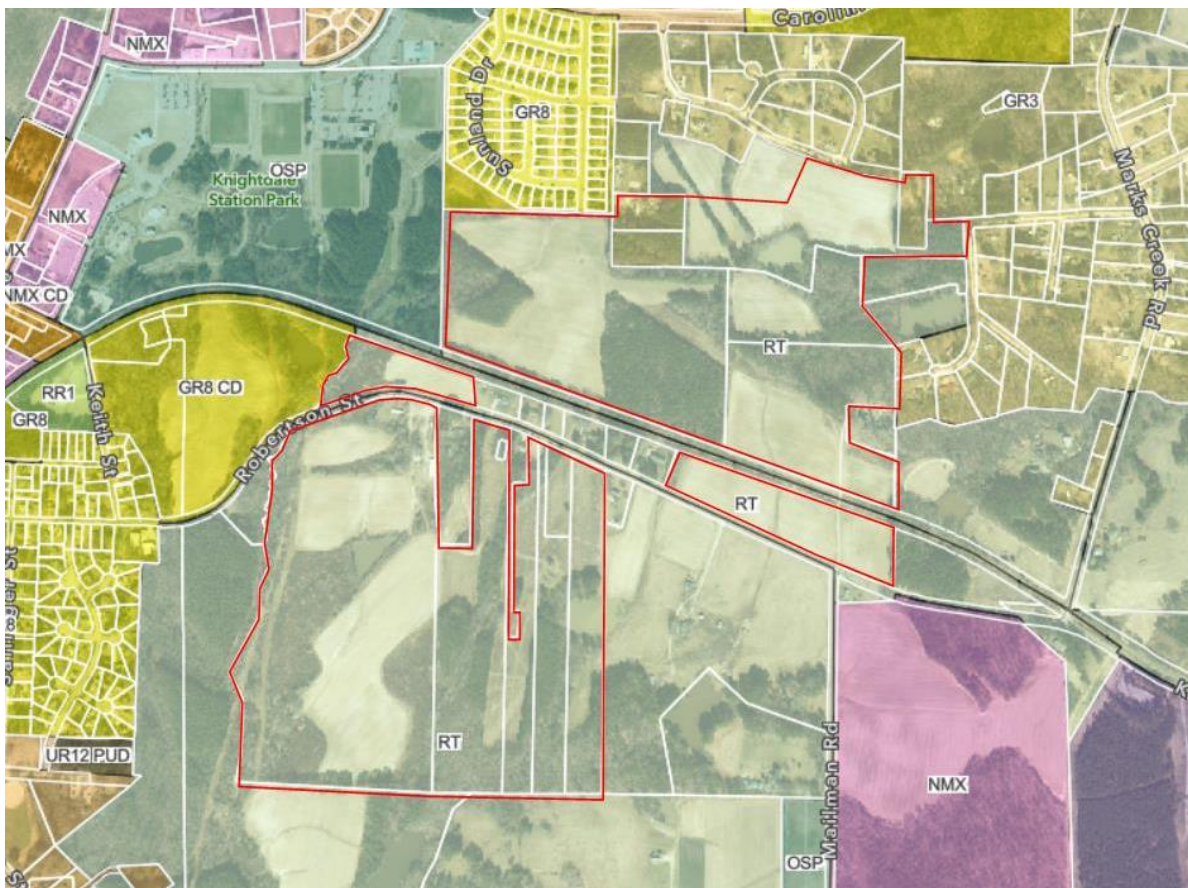
nodes, and mixed use centers; further the goals of the KnightdaleNext 2035 Comprehensive Plan including the Growth Framework and Growth & Conservation maps; and provide greater efficiency in the layout and provision of roads, utilities, and other infrastructure.

There are several provisions which are required to be addressed by the applicant in the PUD, including, but not limited to design guidelines, proposed alternative means of compliance, dimensional standards, public facilities, recreational open space, and Comprehensive Plan consistency. The applicant's specific exceptions are detailed in **Section VI** of this staff report.

#### **IV. PROJECT SETTING – SURROUNDING ZONING DISTRICTS AND LAND USES:**

The proposed rezoning features 12 parcels located along Robertson Street, Heartland Flyer Drive, and Marshall Drive. These parcels are located within the Town's Extra Territorial Jurisdiction and, if approved, would require annexation into Corporate Limits.

DIRECTION	LAND USE	ZONING
North	Knightdale Station	OSP, GR3, GR8
South	Residential, Agricultural	RT
East	Residential, Agricultural	RT, GR3
West	Residential	OSP, GR3, GR8





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### **V. PROPOSED MASTER PLAN:**

The applicant has submitted a full Master Plan in accordance with Section 12.3.F of the UDO. The applicant is proposing a residential development featuring 287 front-loaded single-family homes, 179 rear-loaded single-family homes, and 178 townhomes. Additionally, 12.29 acres of land is set aside for future mixed-use development along Robertson Street. The developer and Staff met multiple times early in the process as the plan evolved. Further analysis of the site plan is detailed below.





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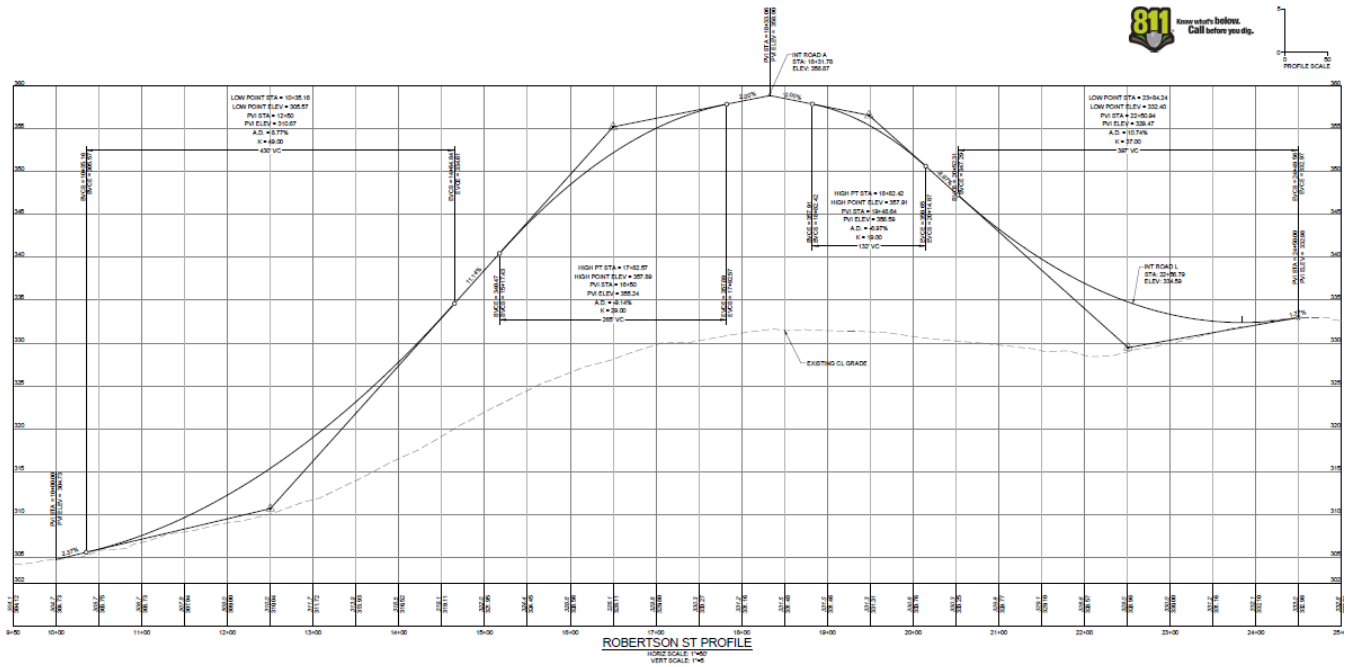
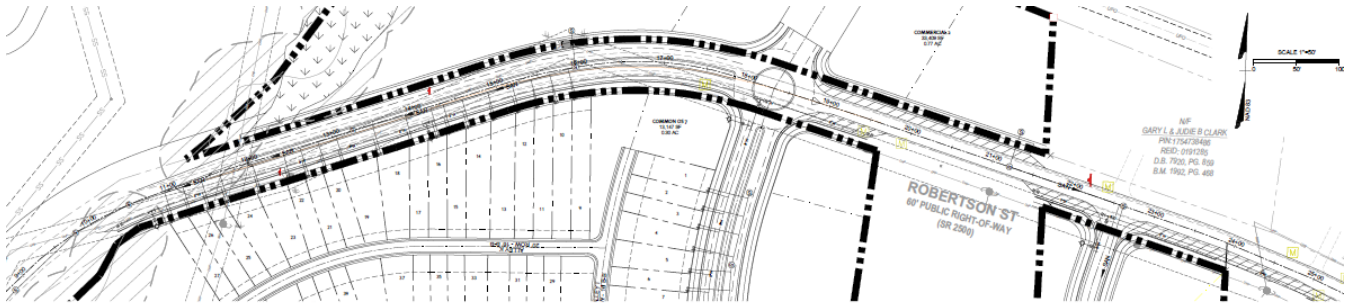
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### STAFF SITE PLAN ANALYSIS:

Staff has reviewed the plan for UDO consistency and found the site plan to generally be in compliance with the required provisions. The following items are being highlighted for Council review and further consideration.

### Access & Railroad Crossings

The proposal is bisected by an active, if rarely used, railroad line. Preliminary discussions between the Town, developer, and railroad company have resulted in an understanding that an at-grade crossing will not be permitted unless existing crossings in the vicinity are closed. In order to connect both sides of the development and extend Heartland Flyer Drive consistent with the Roadway Network Plan, a grade separated crossing over the railroad is required. According to preliminary designs developed by the applicant, a bridge here would result in an extreme amount of fill to accommodate the topography of land south of the railroad and altering the design of Robertson Street. These considerations, along with the cost for the bridge itself, make the grade separated crossing at this time unfeasible.

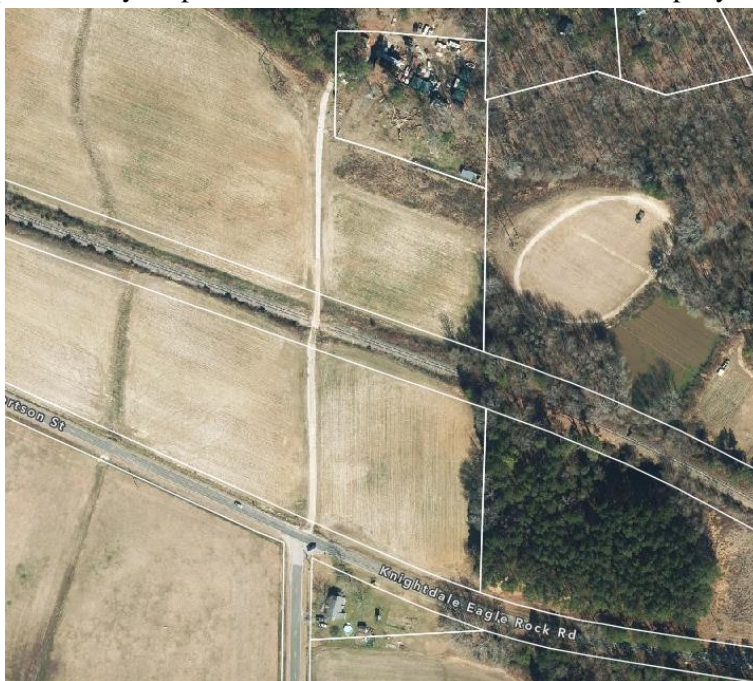




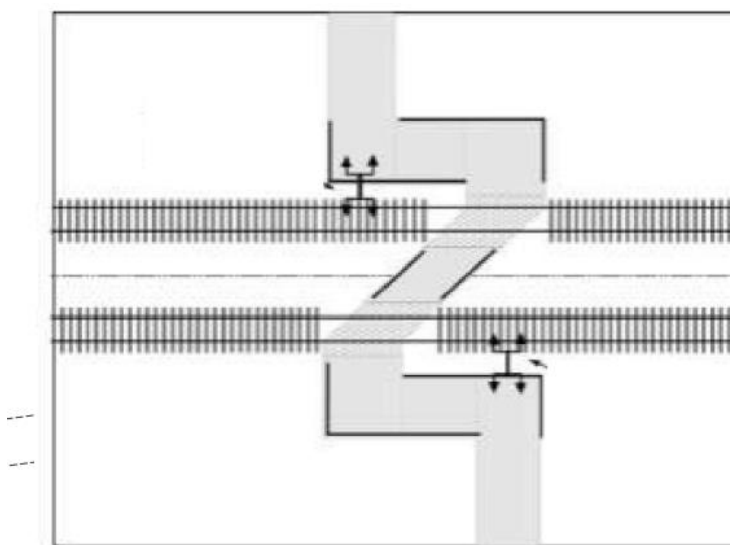
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An existing private access easement extending from Mailman Road to a landlocked parcel, through a portion of this development, is not formally recognized by the railroad company, however the easement could act as a point of access for construction vehicles. Additionally, as an unsignalized crossing, upgrading this to a safer at-grade crossing would be preferred by all parties. Discussions with the railroad company are ongoing.



The applicant has proposed pedestrian access across the railroad, as shown below. Review of this design by NCDOT and railroad representatives is on-going; however, it has been successfully implemented elsewhere in Wake County.



**PEDESTRIAN - ONLY CROSSING**

\*IF NECESSARY APPROVALS CAN BE OBTAINED FROM THE RAILROAD AND NCDOT

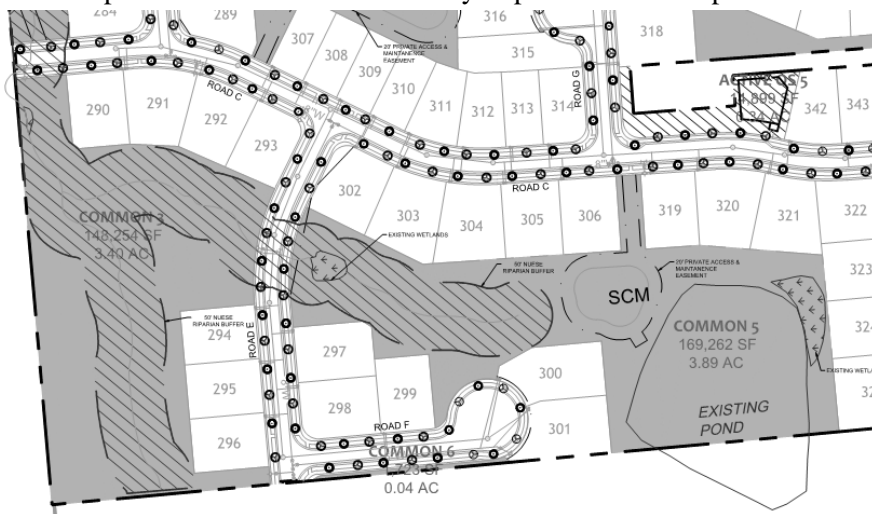


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### Landscaping & Environmental Features

Due to the existing zoning of adjacent parcels and proposed zoning of this development, no zoning buffer is required for most of this proposal. In many areas, undisturbed environmental features, passive open space, or other portions of the development which do not feature any improvements will provide buffers for existing lots.



The site features blueline streams and wetlands, where development activity is limited or outright prohibited, which will provide a natural buffer in areas. More than 14 acres of existing vegetation will be maintained through construction.





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The nonresidential portions of this development feature the required 30-foot Type C Buffer, which will be enacted at such time that these parcels are developed.



### Architectural Standards

The applicant submitted a detailed list of architectural standards for all residential and nonresidential buildings. Example elevations are provided in the attached PUD document, however a builder has not been formally selected. Upon submission of building permits, should elevations be inconsistent with previous approvals, permits may not be issued.

### Proposed Residential Architectural Standards

1. Townhomes shall be and three-story homes with a minimum width of 20 feet wide and have a minimum heated area of 1,500 square feet. Townhomes shall have two-car garages.
2. Neo Traditional Single family detached homes shall be rear loaded two-story homes built on lots less than 55-foot-wide with a minimum heated area of 1,500 square feet.
3. Single Family Ranch detached homes shall be built on lots that are at least 55-foot-wide, with a minimum heated area of 1,480 square feet, and no more than 25% of the ranch homes may be less than 1,500 square feet.
4. Traditional Single family detached homes shall be two-story homes built on lots at least 55-foot-wide with a minimum heated area of 2,100 square feet. No more than 10% of the Traditional Single Family detached homes may be homes less than 35-foot-wide.
5. All homes will either consist of a single material of brick or stone or will have a combination of two or more of the following materials on the front façade (not including foundations): stone, brick, lap siding, fiber cement siding, shakes, or board and batten siding, with side and rear facades of fiber cement siding. When two materials are used, the materials shall be different but complimentary colors. Vinyl may only be used of soffits, fascia, and corner bounds.





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6. All single family detached homes will have front porches with a minimum depth of five-feet. Townhomes will have either a front stoop cover that is at least four-feet wide, front porches covering at least 70% of the front facade of the homes, or a rectangular bay/ oriel window on the second/ upper story.
7. All traditional single family detached homes will have a rear patio or decks a minimum of 10-feet by 10-feet. All single-family ranch detached homes will have a minimum six foot by 10-foot covered patio.
8. Main roof pitches (excluding porches) fronting the street will be at least 7:12, with the exception of ranch homes in which 6:12 shall be allowed.
9. For every 30 feet (or fraction) of continuous side elevation (calculated on a per floor basis), there shall be one window or door added to the side elevations. Any siding break on the side of the home, such as a fireplace, side porch, or wall offsets may be used as an alternate to windows.
10. There shall be a minimum 12-inch overhang on every gable end for every home.
11. Garages on all neo traditional single family detached homes and townhomes shall be alley fed.
12. All front-loaded garage doors shall have glass windows and carriage style hardware.
13. All single family detached homes shall be raised from the finished grade a minimum of 18-inches and shall have stem wall or raised slab foundations that shall be covered on all sides with brick or stone. Areas under porches may be enclosed with lattice.
14. All single family attached homes shall be raised from the finished grade a minimum of 18-inches and shall have stem wall or raised slab foundations that shall be covered on all sides with brick or stone. Areas under porches may be enclosed with lattice.
15. Any single-family homes with a crawl space shall be wrapped in brick, or stone on all sides.
16. All homes shall have front door glass inserts.
17. Garages on front load single family detached homes shall not protrude more than six feet from the front porch or stoop and all garage doors shall have window inserts and hardware.
18. No more than 45% of the single family detached front garage lots will have garages that are greater than 50% but less than 60% of the front facade of the homes. All remaining single family detached front garage lots will have garages that are equal to or less than 50% of the front facade of the home. The percent of garage as a portion of the front facade shall be measured from wall to wall of the garage. A decorative trellis above the garage door will be included on all single-family ranch homes.
19. A minimum of twenty Traditional Single Family detached homes shall be constructed with basements or crawl space construction. Potential lots, as identified by the Developer, for basement or crawl space shall not be included in the mass grading operation. Clearing and grading plans for these groups of lots shall be determined and submitted in conjunction with home construction.
20. All townhouse units shall provide detailed design elements using at least one of the features from each of the four categories below:
  - a. Entrance:
    - i. Covered stoop
    - ii. Covered porch with six-inch minimum width columns
    - iii. Soldier row of masonry element above door
  - b. Building Offset:
    - i. Facade offset



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- ii. Roofline offset
- c. Roof:
  - i. Dormer
  - ii. Gable
  - iii. Cupola/Tower/Chimney
  - iv. Decorative cornice of roof line (flat roof only)
- d. Facade - at least two of the following elements:
  - i. Bay window
  - ii. Balcony
  - iii. Porch- Shutters
  - iv. Window trim with four-inch minimum width
  - v. Patterned finish (scales, shakes, wainscoting, brick, or stone)

### Mixed-Use Building Architectural Standards

1. Primary Façades: Primary façades are those which face a public or private street. All buildings shall have a primary façade that consists of a clearly discernible base, body, and cap as follows:
  - a. The lowest portion (base) of the building façade shall be built with masonry material to a height of at least two feet. The top of the base shall be constructed with a soldier course (a complete course of masonry laid on end vertically with the narrow side exposed) or an equivalent cap, which projects further from the façade than the rest of the base.
  - b. The body of the building shall constitute a minimum of 50% of the total building height. A living wall or planted vegetative wall may be used to define the body of the building.
  - c. The highest portion (cap) of the building façade shall have a smaller vertical dimension than the base and shall consist of a cornice, parapet, awning, canopy, eave or other architectural treatment that demarcates the top of the structure.
  - d. Visually heavier materials shall be placed below lighter materials (e.g., stucco or siding over brick or stone) to give the sense of support and grounding.
2. Primary Materials: At least 40% of the primary façades shall consist of one or more of the following approved materials:
  - a. Brick or glazed brick;
  - b. Wood;
  - c. Cementitious fiber board;
  - d. Stone, cast stone, stone masonry units, marble or similar material;
3. Secondary Materials: The secondary facades and the remaining area of the primary façades may also consist of the following materials:
  - a. Concrete masonry units;
  - b. Exterior insulation finishing systems;
  - c. Split face block;
  - d. Concrete (pre-cast or cast in place);
  - e. Concrete block;
  - f. Metal composite panels; and



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- g. Rigid frame metal in accordance with UDO standards in Chapter 6.
4. Transparency: The first-floor primary facades of non-residential buildings located less than 150 feet from a public right-of-way shall have a minimum transparency of 30%. Windows and glazing used to meet this standard must allow views from habitable areas inside the building to the street or property line, except where obstructed by the display of merchandise for retail uses. Glass block, spandrel and windows in vehicular garage doors do not count towards meeting this standard.
5. Additional Standards
  - a. Building façades should include a clearly discernible base, body, and cap set apart with different colors, materials, patterns, profiles and/or textures.
  - b. Along street frontages, windows, main entrances, architectural treatments and other primary façade elements should be oriented toward the street.
  - c. New buildings should utilize the Town of Knightdale's predominant palette of materials (including brick, wood and stone), and should specifically reflect the colors, shades and textures of surrounding development. Glass, stucco and synthetic stucco may be used as a primary material where deemed appropriate.
  - d. High-quality materials should be used for all building walls visible from a public street, parking lot, park or civic space.
6. All other UDO standards regulating parking, lighting, signage, landscaping, building orientation, etc., shall apply to these buildings.

### Open Spaces

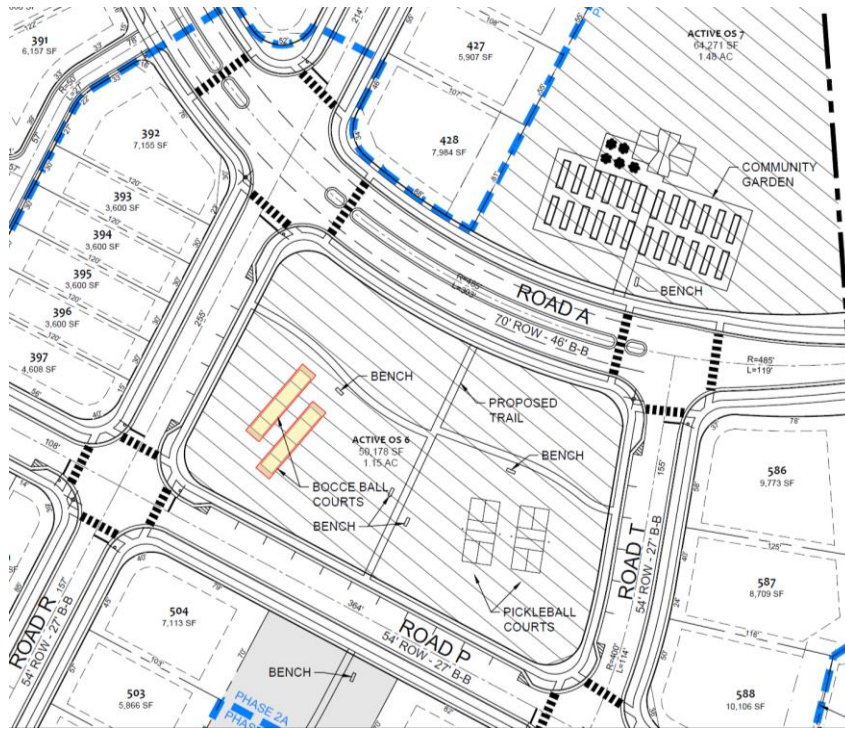
A variety of recreational open space amenities are provided throughout the development, including active open spaces such as a pool and clubhouse, playground, public greenway trails, and pickleball courts. Additional passive spaces include a dog park, private walking trails, a community garden, and gathering areas with seating. In total, approximately 20 acres of active and passive open space are dedicated to recreational activities, which exceeds the UDO requirement of 12.39 acres.





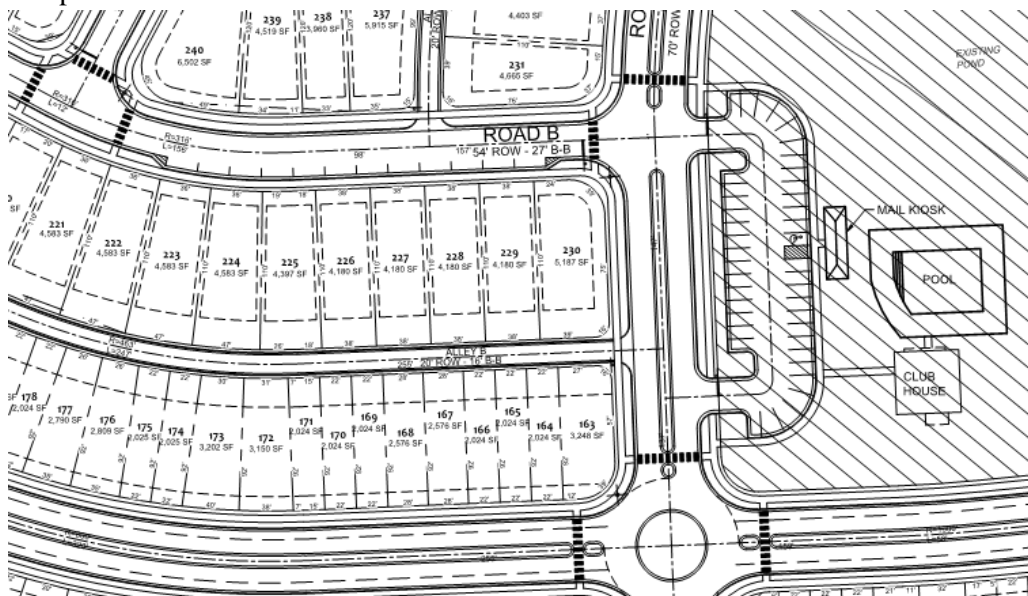
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### Parking

Parking for the residential portion of this is satisfied through 20- to 25-foot-long driveways and private garages, as well as 204 on-street parking spaces. Additional parking will be provided at the main amenity center when a design is finalized. Staff recommend 0.5 dedicated parking spaces beyond what is provided on each lot by way of driveways and garages. The future mixed-use parcels shall be required to meet all parking standards when developed.





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### **VII. LEGISLATIVE CASE PROCEDURES:**

Staff met with the development team in May 2021 to discuss the potential of a project at this location and worked with them through several preliminary sketch plan details. A Planned Unit Development rezoning is a legislative public hearing, which requires certain application procedures including having a pre-application meeting with staff and holding a neighborhood meeting with any property owners within 200 feet of the outer boundaries of the subject development. Below is a timeline of the required elements.

- Pre-application meeting: May 6, 2021
- Neighborhood Meeting: November 21, 2022

The virtual neighborhood meeting on November 21, 2022; approximately 20 neighbors attended the meeting. Topics discussed included construction traffic and access, buffer, post-construction traffic impacts, off-site transportation improvements, housing products, open spaces, timeline, and stormwater impacts. A copy of the mailed notice and list of recipients are attached as part of the application packet. The applicant has followed up with many attendees, as well as other neighbors who were unable to attend or outside of the 200-foot mailing limit.

Following the formal submittal and review of the proposed Master Plan and PUD document, the applicant met with the Development Review Committee (DRC) on December 15, 2022, to discuss the technical comments and details associated with the proposed plan. Staff discussed with the applicant concerns involving greenway connectivity, construction traffic access, the railroad crossing, and infrastructure design.

The DRC voted unanimously to **continue** the proposal pending the applicant addressing the review comments and Town Council approving the Rezoning request. Additionally, the Town of Knightdale followed public hearing notice requirements as prescribed in the North Carolina state statutes.

- First Class Letters Mailed: January 6, 2023
- Sign Posted on Property: January 6, 2023
- Legal Ad Published in the Wake Weekly: January 6 & 13, 2023

### **VI. PROPOSED PLANNED UNIT DEVELOPMENT:**

In support of their Master Plan, the applicant submitted a PUD document that includes a vision for their proposed development, statements of plan consistency, architectural design standards, proposed site development allowances, and open space information.

Staff has reviewed the submittal in accordance with UDO Sections 12.2.F.3.g and 12.3.F and found that all submittal requirements have been met. Staff also reviewed the plans for conformance with the GR8 and NMX zoning districts and other applicable UDO sections. The applicant's requested alternative standards are listed in the section below.



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**Public Utilities/Water Allocation Policy:** The applicant is proposing to connect to public water and sewer. In accordance with Section 12.3.F.16 of the UDO, the applicant is proposing to exceed the required 50 points with the following features:

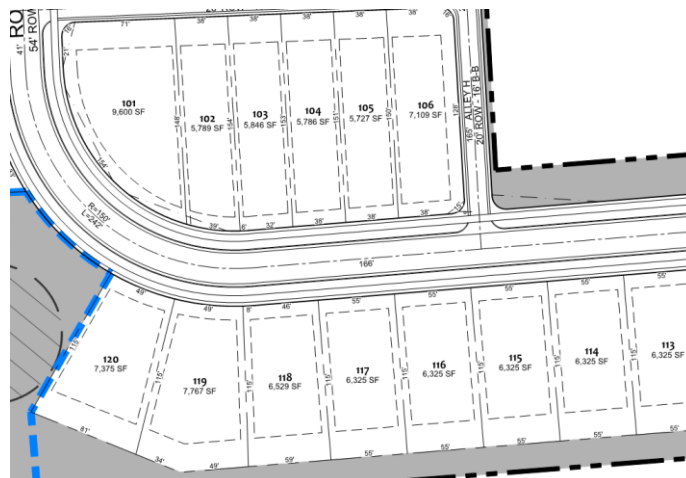
	<b>Point Total</b>
Major Subdivision	<b>15</b>
<b>Bonus Point Item</b>	
Residential Architectural Standards for Single-Family and Townhouse	<b>15</b>
Pickleball Courts	<b>5</b>
Resort Style Pool	<b>2</b>
Clubhouse, less than 2,500 square feet	<b>5</b>
IPEMA Certified Playground Equipment	<b>5</b>
Multi-Use Hard Bocce Court	<b>5</b>
<b>Total Water Allocation Policy Points</b>	<b>51</b>

**Zoning Conditions:** The applicant has included in the PUD document a table of permitted uses which shall apply to the NMX zoned parcels. These uses are generally consistent with the character of a mixed-use development the Town envisions. Any use not listed in this table will not be permitted within this development. All other UDO regulations shall apply to these lots as well.

**Site Development Allowances:** In accordance with UDO Section 12.2.F.3.g, a Planned Unit Development allows the applicant to request exceptions to certain standards identified in the base zoning district (GR8, NMX). These requests should be fair and reasonable, and the proposed alternate means of compliance should meet the spirit and intent of the UDO. The applicant's allowance requests are as follows:

1. **Dimensional Standards** (Section 3.4):

- **Required:** In accordance with UDO Section 3.4, all driveways shall be a minimum of 35-feet in length. Additionally, all front-loaded lots shall be a minimum of 80-feet wide.
- **Requested:** The applicant proposes a minimum driveway length of 25-feet for front-loaded lots and 20-feet for driveways serving rear-loaded lots. A minimum 55-foot-wide front-loaded lot is proposed as well.





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### 2. Residential Clearing and Grading (Section 9.3.B):

- **Required:** In accordance with UDO Section 9.3.B, mass grading is prohibited on lots 60-feet in width or greater.
- **Requested:** The applicant proposes to mass grade all single-family lots less than 80-feet wide. Any lot 80-feet in width or greater shall not be mass graded. Those lots highlighted in red below will not be mass graded, some of which are less than 80-feet wide.



### 3. Required Distribution of Uses (Section 11.1.B):

- **Required:** In accordance with UDO 11.1.B, new subdivisions are required to provide a variety of uses as detailed in Table 11.1.B. was adopted in the new UDO to encourage more mixed-density and mixed-use neighborhoods in accordance with the recommendations found in the Comprehensive Plan.

Use Type	Minimum Distribution	Maximum Distribution
Dwelling-Duplex/Townhouse	10%	40%
Dwelling-Multifamily	5%	40%
Dwelling-Single Family	15%	60%
Mixed Use*	10%	100%
Lodging/Office/Service/Retail/Restaurant/Entertainment/Recreation*	5%	20%
Civic/Institutional*	As determined by the Town Council	
*Minimum and maximum distribution requirements shall apply only to nonresidential subdivisions or subdivisions with both residential and non residential uses.		



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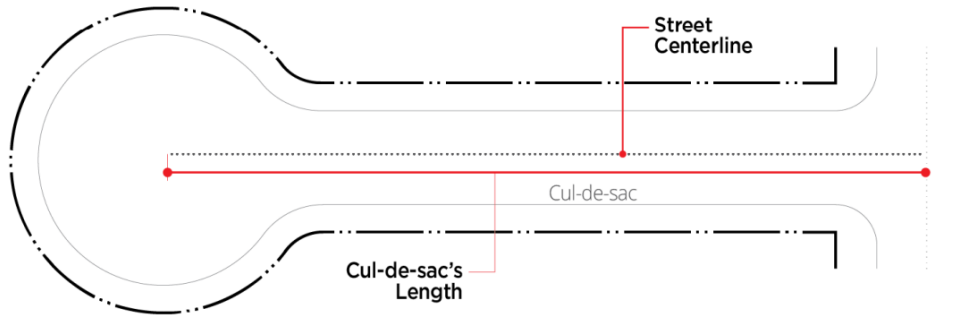
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- **Requested:** The applicant proposes a neighborhood consisting of 11% townhomes, 74% single-family homes, and 15% mixed-use development.

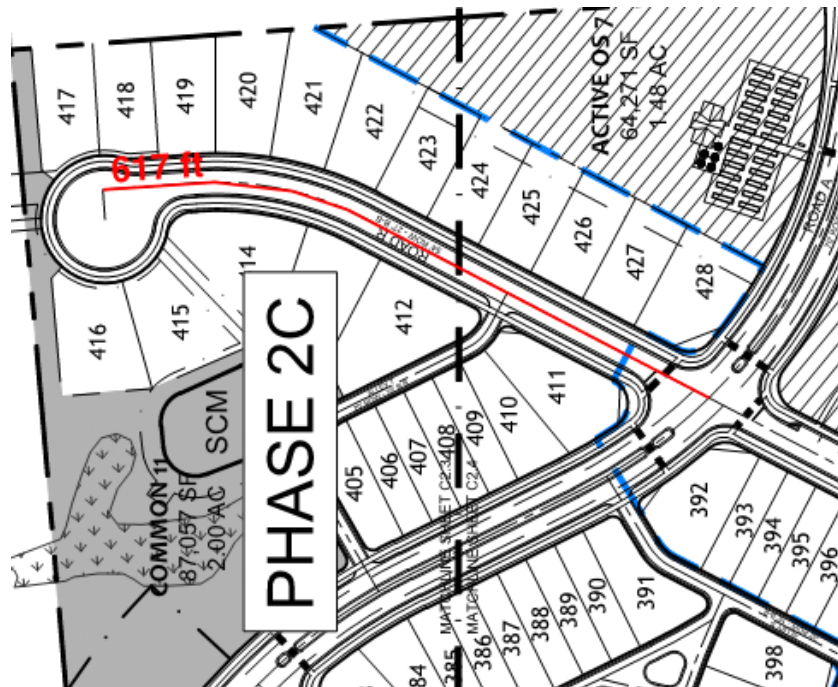
4. **Cul-de-sac Length** (Section 11.3.E.5):

- **Required:** In accordance with UDO Section 11.3.E.5, cul-de-sacs cannot exceed 300-feet in length.

*Figure 11.4: Cul-de-Sac Standards*



- **Requested:** Road R, as shown below, shall exceed the maximum length of 300-feet. The design of this road is otherwise consistent with all other UDO regulations and Fire Code requirements.



### VII. TRANSPORTATION ANALYSIS

In accordance with UDO Section 11.3, a Transportation Impact Analysis was performed by the applicant. Staff met multiple times with the developer and NCDOT to refine the scope of the analysis and ensure the proper uses were being included. The number of peak hour trips generated by this site exceeds the required 150 trips prescribed by the UDO requiring a TIA.



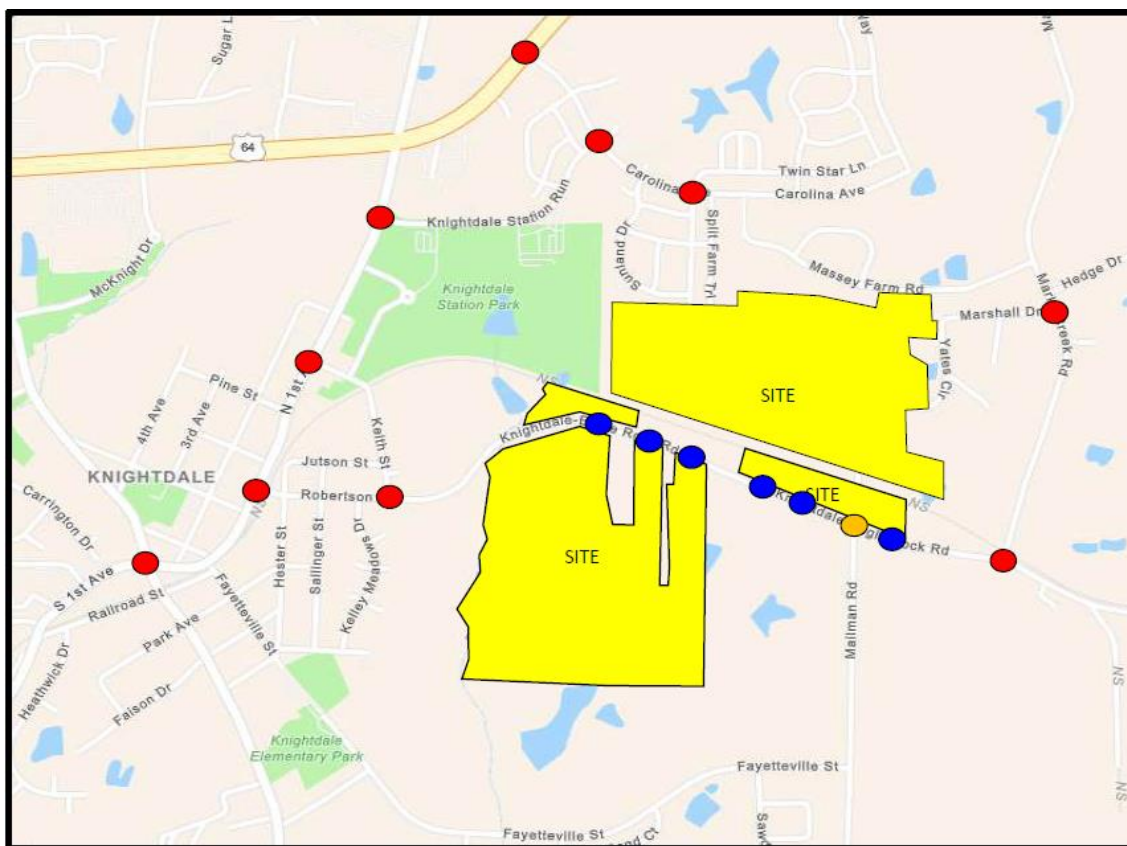


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The following intersections were identified during the scoping phase of this project as being impacted by this development. The engineering team conducted traffic counts at these intersections during peak hours.

1. Knightdale Boulevard and Carolinian Avenue
2. Knightdale Station Run and Carolinian Avenue
3. Knightdale Station Run and N First Avenue
4. Carolinian Avenue and Heartland Flyer Drive/Twin Star Lane
5. Marks Creek Road and Marshall Drive
6. N First Avenue and Poplar Street
7. Robertson Street and N First Avenue
8. Robertson Street and Keith Street
9. Robertson Street at all Site Access Driveways
10. Robertson Street/Knightdale Eagle Rock Road and Mailman Road
11. Knightdale Eagle Rock Road at Marks Creek Road
12. Smithfield Road at N First Avenue



The TIA included recently approved or under construction projects including Village Gate and The Collection as background data to assign future trips. Additionally, the TIA assumed a 3% trip growth rate during the period of construction for this project, which will account for trips generated by previously approved projects such as Knightdale Station, Project Hope, Harper Preserve, The Lofts at Knightdale Station, and Downtown North. The analysis includes trip distributions for both sections of the development as separated by the railroad. Due to the number of connection points shown on the plan, vehicular traffic will have the opportunity to access the site from several different routes as depicted in the TIA.



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The following improvements are recommended by the TIA, and generally supported by Town Staff, to be completed by the developer.

1. Robertson Street at First Avenue: Monitor for Signalization

- NCDOT concurs with the need for safety improvements here, however an alternative to a traffic signal may be available. Discussions are ongoing, therefore the following condition is proposed:
  1. Town staff, NCDOT, representatives from the railroad company, and the developer shall determine an appropriate intersection design at this location. This shall be implemented by the developer prior to the issuance of the 50<sup>th</sup> residential Certificate of Occupancy.

The applicant has agreed to this condition.

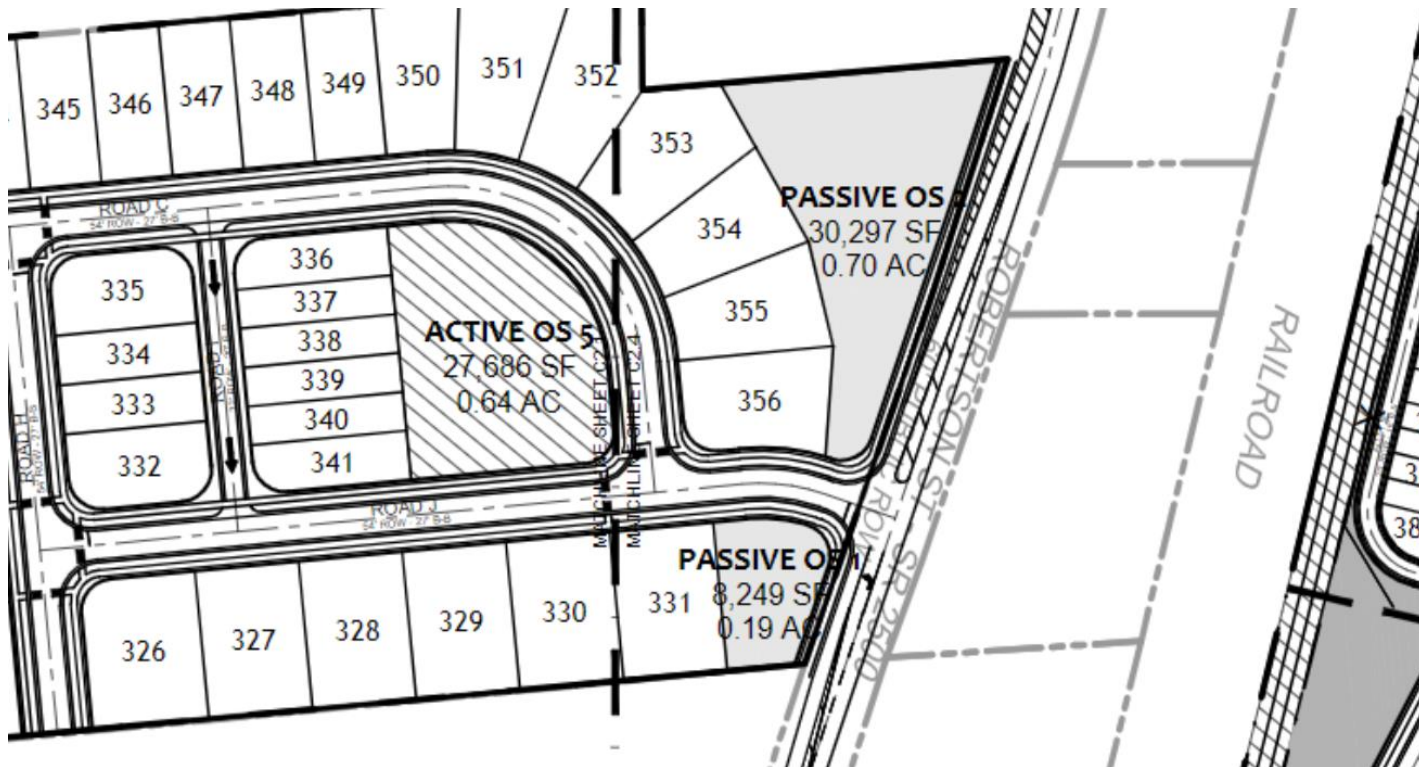




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### 2. Robertson Street at Site Access 3: Westbound left-turn lane on Robertson



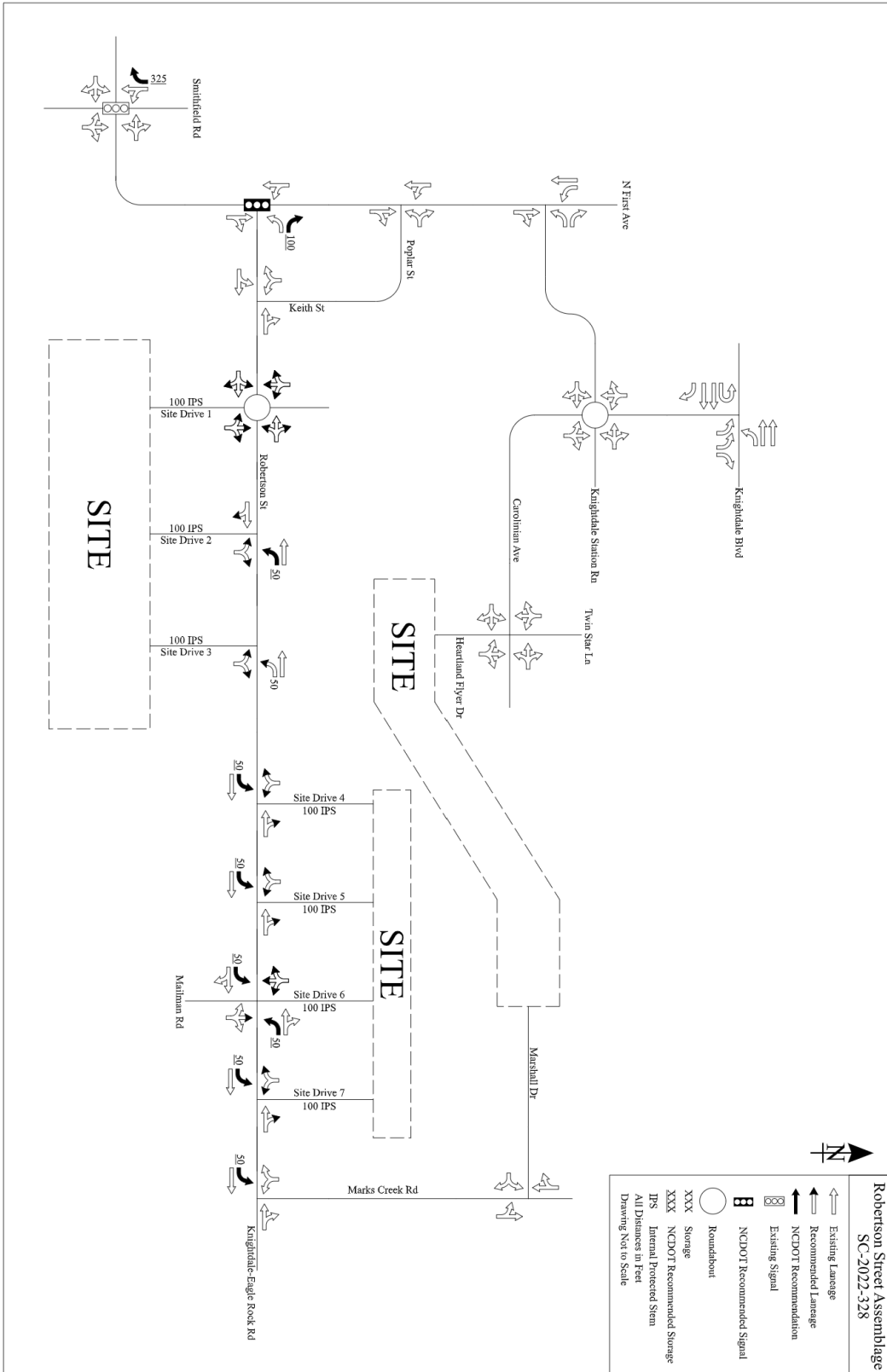
In addition to these recommended improvements, NCDOT recommends safety upgrades shown on the exhibit below. Items of note include multiple eastbound left turn lanes along Robertson Street entering the mixed-use parcel at the intersection of Mailman Road. Town Staff and NCDOT agree that reducing the number of driveways permitted at this site would eliminate the need for multiple turn lanes and reduce the potential for future conflict points between pedestrians and motorists.

NCDOT's initial review included a recommendation to construct a dedicated right-turn lane on Smithfield Road at N First Avenue. As you will recall, the Downtown North development is required to provide improvements at this intersection as well. Coordination between NCDOT, Town Staff, and both development teams will ensure that all improvements are made as development occurs.



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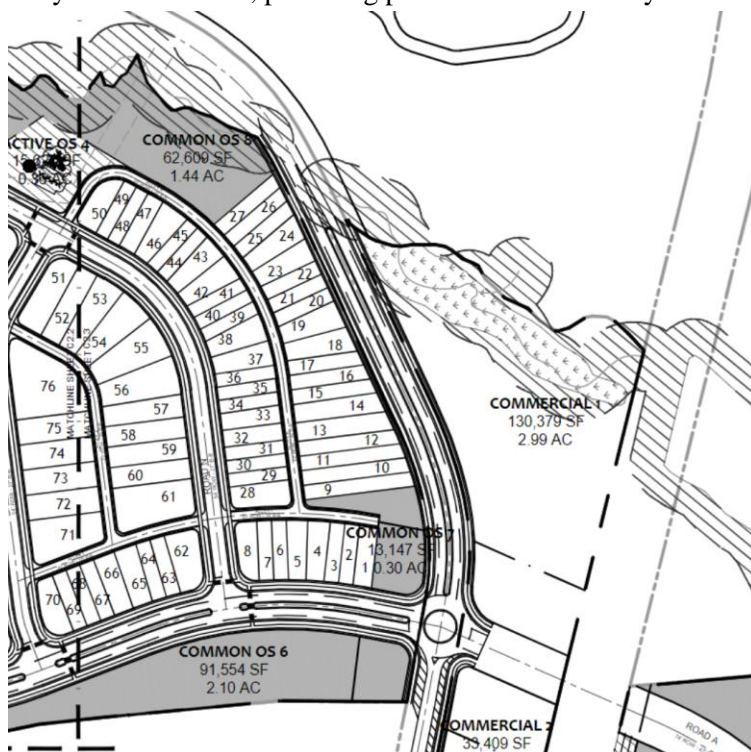




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Portions of Robertson Street will feature new development on both sides of the road. As required by the UDO, the developer will construct the full median-divided Avenue cross section. The north side of Robertson Street will connect to the improvements being made by The Collection, providing pedestrian connectivity between the two developments.



One parcel along Robertson Street has not been included in this development due to the presence of stream buffers and the potential for remediation because of previous groundwater pollution. This parcel would provide a direct connection to The Collection and continue the collector street within that development. This will also create a gap in greenway connectivity between the two developments.





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Public greenway is included in two locations within the proposal; on the western side of the site continuing from the recently approved Harper Preserve and extending from Knightdale Station Park towards Wendell. These trails are consistent with the Sidepaths and Greenways Plan recently adopted with the Comprehensive Transportation Plan.



An exhibit was also included in this proposal showing roadway connections with the adjacent Harper Preserve development. This network of transportation infrastructure achieves the vision of the Roadway Network Plan and the goals of cross connectivity within the UDO.





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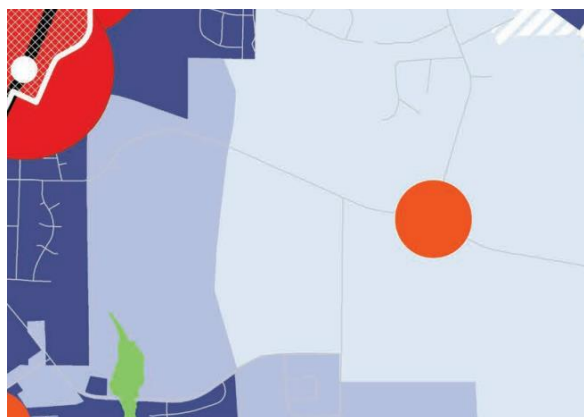
### **VIII. COMPREHENSIVE PLAN:**

#### **A. Growth Framework Map**

The Comprehensive Plan features the Growth Framework Map, a high-level tool for assisting in the decision-making process for development proposals. The intent is to prioritize development proposals based how well it fits within the surrounding area. The map designates portions of this site as a Target Investment Area, while others fall within the Rural Planning Area. Additionally, a Neighborhood Node is located at the intersection of Knightdale Eagle Rock Road and Marks Creek Road.

#### **LEGEND**

	Corporate Limits		Street Centerlines
	Target Investment Area		Knightdale Next Study Area
	Rural Planning Area		Major Roads
	Extraterritorial Jurisdiction (Expansion Area)		Growth Activity Center
	Floodprone Areas		Priority Investment Area Around Activity Centers
	Old Town		Neighborhood Node



The Target Investment Area is defined as:

The target investment area includes land within the current Town limits as well as closely surrounding land in the current ETJ that has existing or relatively easy potential access to both sewer and water. Infill development should be concentrated within the current Town limits. One or more new mixed-use centers located inside the infill development area would provide walk-to or bike-to destinations that meet some of the residents' daily needs. Infrastructure investments in the target investment area should encourage active living with a complete and comprehensive network of walkable streets in a general grid pattern.

Future growth should be guided into more compact and efficient development patterns that will help manage the timing, location, and magnitude (length and size) of expensive infrastructure investments. The Town should prioritize infill development and redevelopment in identified activity centers (over continued green field development patterns) and use public infrastructure investments in the activity centers to encourage and leverage future private investments (emphasizing development in the activity center and surrounding one quarter mile area of influence).

Increased densities and intensities—and a mix of residential and nonresidential uses—will be needed in the activity centers to accommodate anticipated Town growth. Activity centers added to the Growth and Conservation Map in the future should reflect orderly and incremental growth patterns away from existing and identified activity centers in the 2035 KnightdaleNext Comprehensive Plan.



# Town of Knightdale

## Staff Report

The Rural Planning Area is defined as:

Rural planning areas are currently unserved or underserved by municipal water and sewer utilities, and it will be expensive to expand in these directions because of topography issues and the investments needed to convey water or wastewater to nearby plant facilities. In order to maintain the rural setting appropriate to these areas, the Town should remove by-right zoning for anything other than extremely low-density residential. Development proposals can be considered in these areas but should be reviewed by Town Council and should include public input.

Neighborhood Nodes are defined as:

Neighborhood nodes identified on the Growth Framework Map locate retail destinations closer to residential neighborhoods throughout the Town. Each node should be ‘neighborhood-serving’ and meet several daily needs for nearby residents.

Their proximity to neighborhoods requires that operations be low-intensity, unobtrusive, and at a scale and design compatible with nearby residential development. The design of neighborhood nodes should transition effectively between residential and non-residential uses and include safe and convenient pedestrian and bicycle access for nearby residents.

Sites should also effectively minimize the impact of cutthrough traffic on nearby neighborhood streets by orienting vehicle access, circulation, etc. away from residential neighborhoods. Access between residential neighborhoods and adjacent commercial uses may be limited to pedestrian facilities. Town officials should resist any future land use changes or rezoning requests for residential development within any of the neighborhood nodes identified on the Growth Framework Map, and new neighborhoods should be built in close proximity to existing or planned neighborhood nodes.

### B. Growth & Conservation Map

The Growth & Conservation Map designates parcels in Knightdale into different place type categories based on their current state and the anticipated pattern of development. The subject property is designated as a “Mixed-Density Neighborhood” and “Rural Living” place types.

#### PLACETYPE CATEGORIES

 Preserved Open Space	 Business Office
 Rural Living	 Light Industrial
 Recreation Open Space	 Heavy Industrial
 Single Family Neighborhood	 Civic & Institutional
 Mixed-Density Neighborhood	 Old Town
 Multifamily Community	 Mixed-Use Center
 Neighborhood Node	 Mixed-Use Center (Suburban Retrofit)
 Retail	 Transit-Oriented Development (BRT)
	 Regional Mixed-Use Center







# Town of Knightdale

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The “Mixed-Density Neighborhood” place type is defined as:

Mixed-density neighborhoods are formed as subdivisions or communities with a mix of housing types and densities. Homes are oriented to the interior of the site and are typically buffered from surrounding development by transitional uses, preserved open space, or landscaped areas. Lots along the perimeter of a new neighborhood should be sensitive to the density observed along the perimeter of an adjacent neighborhood in terms of size and scale (by providing a transition). Small blocks and a modified grid of streets support a cohesive, well-connected community.

All new mixed-density neighborhoods incorporate a comprehensive network of open space throughout to accommodate small parks, gathering places and community gardens; preserve tree stands; and help reduce stormwater runoff.

The “Rural Living” place type is defined as:

Rural living areas are characterized by large lots, abundant open space, and a high degree of separation between buildings. Homes are scattered throughout the countryside and often integrated into the rural landscape. The lot size and distance between dwelling units decreases with greater development densities. Buildings are generally oriented toward the road and have direct access from private driveways. One or more out-buildings on a property may support farm activities.

The place type transect, seen below, builds off of the Growth & Conservation Map and helps to illustrate how developments should blend as Knightdale grows. The “Mixed-Density Neighborhood” place type falls into the Neighborhoods category, while “Rural Living” place types are found in the Open Space category.





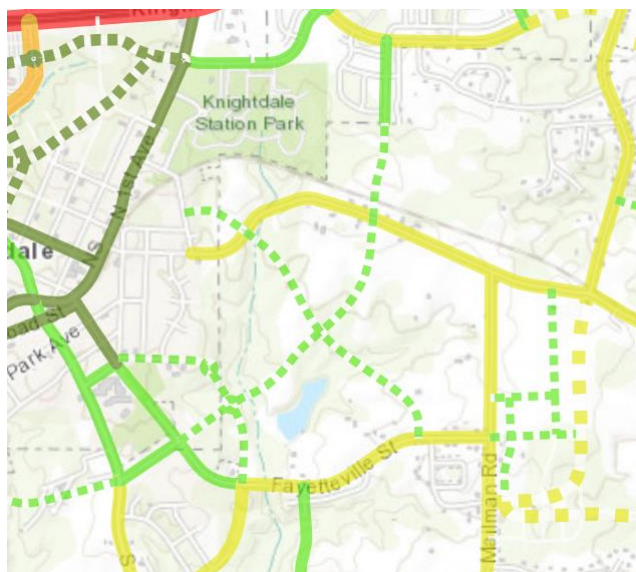
# Town of Knightdale

## Staff Report

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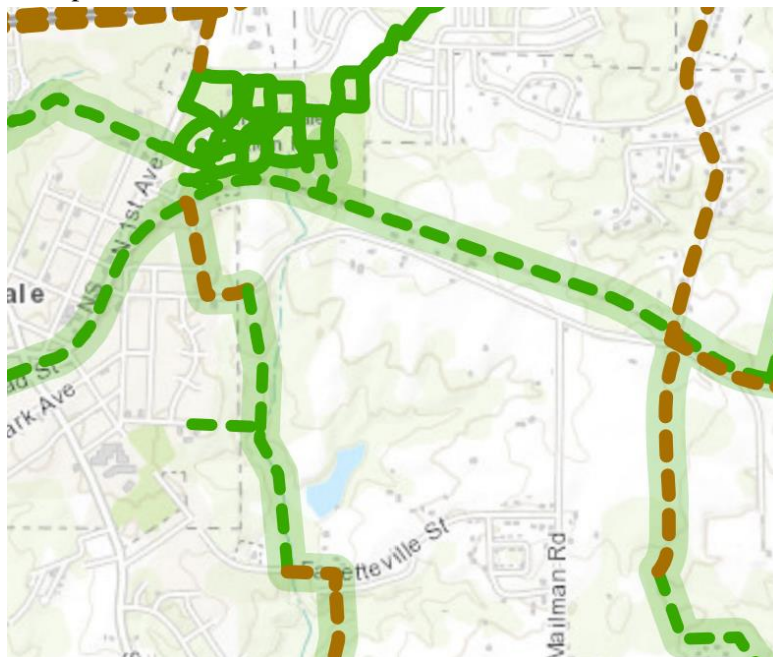
### C. Roadway Network Plan

The Roadway Network Plan, adopted with the Comprehensive Transportation Plan, provides the general alignment of new roads across Knightdale. These roads should provide alternative paths of travel for residents while helping to reduce congestion on existing roadways. This proposal is generally consistent with the Roadway Network Plan.



### D. Sidepaths & Greenways Plan

The Sidepaths & Greenways Plan, also adopted with the CTP, provides the general alignment of greenways in Knightdale. These trails should connect to the existing Town infrastructure or provide new recreational opportunities for residents. The proposal provides connections Knightdale Station, adjacent public greenways, and private walking trails to provide alternatives to car travel.





# Town of Knightdale

## Staff Report

### E. Mixed-Density Neighborhood Focus Area Study

Portions of this proposal falls within the Mixed-Density Neighborhood Focus Area Study identified in the Comprehensive Plan. Developments in this area should embrace the guiding principles identified in the Comprehensive Plan as well as enhancing the walkability of Knightdale.

#### Guiding Principles Supported by This Type of Development



**Community Facilities and Services**



**Unique Activity Centers**



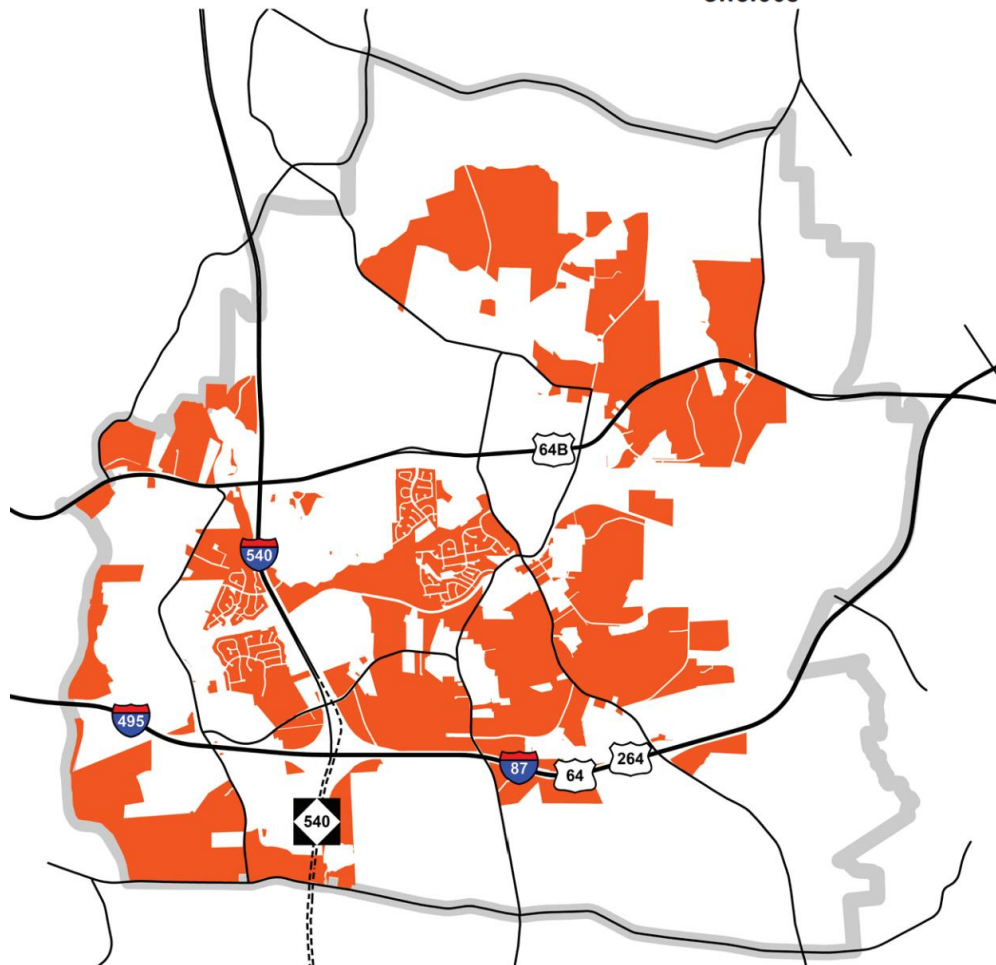
**Parks & Recreation**



**Great Neighborhoods Expanded Home Choices**



**Economic Vitality**



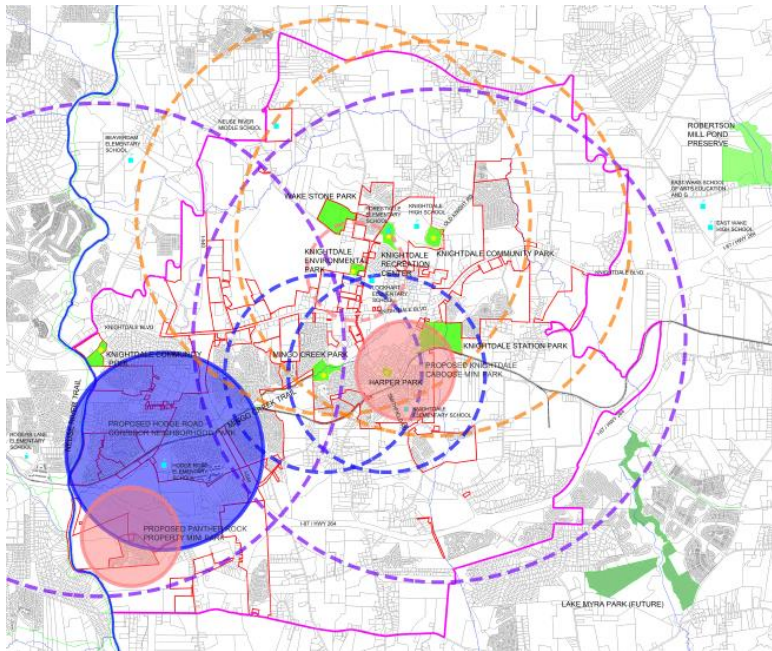


# Town of Knightdale

## Staff Report

### CONSISTENCY WITH THE COMPREHENSIVE PARKS AND RECREATION MASTER PLAN:

The Knightdale Town Council adopted the Town’s first ever Comprehensive Parks and Recreation Master Plan in April 2022. This plan includes recommendations for future park facilities based on community needs and existing conditions. The plan indicates that this proposal within the service areas of Harper Park and Knightdale Station Park.



### CONSISTENCY WITH THE COMPREHENSIVE PLAN:

North Carolina General Statute 160D-605 requires that **prior to** adoption or rejecting any zoning amendment, the governing board shall adopt a statement describing whether its action is consistent with an adopted comprehensive plan and explaining why the board considers the action to be reasonable and in the public interest.

The KnightdaleNext 2035 Comprehensive Plan contains 10 guiding principles categories developed by the community. These guiding principles should be embraced by development proposals to enhance quality-of-life and economic prosperity across town. The principles embody the core philosophy and Town vision expressed by the community.

### TRANSPORTATION

Provide a safe, reliable, and integrated transportation system that balances all modes of transportation, including walking, biking, public transit, and cars. Consider land use and infrastructure investments together, promoting a network of complete streets that emphasizes the quality and character of both the street and its surrounding development pattern (whether rural, suburban or urban in nature). Emphasize a safe and efficient transportation system for both destination- and recreation-focused trips, with special attention given to the mobility needs of children, seniors, runners, bikers and families.





# Town of Knightdale

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### ECONOMIC VITALITY



Promote a healthy and sustainable business environment by investing actively in infrastructure, providing favorable incentives, and building a community that is attractive to employers and their workers. Continue to promote Knightdale as a vibrant place, and build a competitive advantage to attract knowledge-based businesses to the area. Investment and recruitment initiatives should realize “triple bottom-line” benefits for Town residents by seeking to improve the tax base, promote economic vitality for local shops and businesses, and increase access to employment opportunities in the Town.

### NATURAL ENVIRONMENT



Promote and expand opportunities for people to experience natural settings in Knightdale and surrounding Wake County, increase their proximity to multiple recreational opportunities, and enjoy a safe and healthy lifestyle. Safeguard the Town’s natural resources including lakes, streams, wetlands, woodlands, trails, agricultural lands, tree canopy, and the services they provide. Strive to create interconnected green spaces that conserve these areas, provide recreational linkages, protect water quality and quantity, and celebrate nature as a centerpiece of the Town’s identity and sense of place.

### GREAT NEIGHBORHOODS AND EXPANDED HOME CHOICES



Promote distinct, safe, and vibrant neighborhoods throughout Knightdale that provide greater access to a range of housing choices people need at different stages of their life, including young adults, families, empty-nesters, retirees, seniors, and people of different income levels. Housing opportunities should include single family homes of all sizes, townhomes, apartments, condominiums, senior living units, live-work units, and accessory dwelling units. New neighborhoods should mix two or more housing choices into one community. Strong neighborhoods and a diverse housing strategy will make Knightdale a more livable community—one where residents can live their entire lives.



# Town of Knightdale

## Staff Report

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### **X. JOINT PUBLIC HEARING SUMMARY:**

A joint public hearing with the Land Use Review Board and Town Council was held at the January 19, 2023, Town Council meeting. The following items were discussed by Council, LURB members, and residents at the meeting, and the applicant has provided additional information since.

#### **1. Transportation**

a. **Public Hearing Concern:** The portion of this proposal adjacent to the Knightdale Station and Fieldcrest Estates neighborhoods will have an impact on existing roadway infrastructure. The proposed number of new cars, speed, and physical impacts are all concerns. How can additional access points be made, either to Robertson Street, Carolinian Ave, or Marks Creek Road?

b. **Applicant Response:** Conversations with the owner of the railroad right-of-way have not resulted in an at-grade vehicular crossing currently, however a pedestrian crossing is shown. The developer continues to explore additional points of access elsewhere.

The extension of Heartland Flyer Drive has been modified to reduce the width of the roadway and add a roundabout. This will continue the existing roadway design of this road to provide consistent design speeds.

c. **Staff Analysis:** Staff recommends continuing to explore whether additional points of access can be made to help distribute traffic better. To that end, staff recommends the following condition:

2. The developer and Town shall explore additional access points to existing roadways such as Carolinian Ave, Massey Farm Road, Robertson Street, or Marks Creek Road. If any points of access are determined to be feasible, the developer shall design and construct them to Town standards.

The applicant has agreed to this condition.

#### **2. Robertson Street**

a. **Public Hearing Concern:** Robertson Street experiences changes in grade as you travel towards the west, especially as the road curves south. The impact of a grade separated railroad crossing will drastically change the nature of this area and will likely impact the lots along the existing roadway. How can future improvements limit impacts to these proposed lots?

b. **Applicant Response:** An at-grade crossing railroad crossing is preferred to help maintain the current road design and lot layout.

c. **Staff Analysis:** Potential alternatives would be an at-grade railroad crossing, or a railroad bridge over Heartland Flyer Drive.

#### **3. Surrounding Land Uses**

a. **Public Hearing Concern:** Portions of this area are currently rural or agricultural in nature, while this proposal is suburban. Residents expressed concern over stormwater impacts, property values, and privacy.

b. **Applicant Response:** Limited impacts are expected due to the protection of existing environmental features and stormwater designs.

c. **Staff Analysis:** According to the Growth & Conversation Map, the future land use of this area is Mixed-Density Neighborhood. A Neighborhood Node is also identified at the intersection of Robertson Street and Mailman Road.



# Town of Knightdale

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### **XI. LAND USE REVIEW BOARD SUMMARY**

The revised plans were presented to the Land Use Review Board at their May 8, 2023, meeting. An overview of the proposal's consistency with the Comprehensive Plan, stormwater impacts, and transportation infrastructure were discussed. A motion was made to recommend approval of ZMA-16-22 and forward the following staff recommended advisory statement and conditions to Town Council, which was approved unanimously:

*The proposed Zoning Map Amendment is consistent with the KnightdaleNext 2035 Comprehensive Plan as it addresses several of the guiding principles such as promoting infill development, continuing to enhance Knightdale's economic vitality, providing transportation connections, and expanding home choices for current and future Knightdale residents. Further, it is consistent with the Growth & Conservation Map's designation as an "Mixed-Density Neighborhood" Place Type, the Roadway Network Plan, and Sidepath and Greenways Plan. The request is reasonable and in the public interest as it aids in developing a vibrant, sustainable, and safe community design in which people not only desire to visit, but to also live, work, and play.*

### **XII. STAFF RECOMMENDATION:**

It is staff's recommendation that Town Council approve the request to rezone the ±188.4 acres at 840 Robertson Street, identified by Wake County PINs 1754834965, 1754923537, 1754727141, 1754810838, 1754812900, 1754822951, 1754814716, 1754847374, 1754847584, 1754945547, 1764043505, and 1754936968 from Rural Transition and General Residential-3 to General-Residential-8 and Neighborhood Mixed-Use Planned Unit Development, adopts the recommended advisory statement regarding Comprehensive Plan consistency and conditions, and adopts Ordinance #23-05-17-002.

*The proposed Zoning Map Amendment is consistent with the KnightdaleNext 2035 Comprehensive Plan as it addresses several of the guiding principles such as promoting infill development, continuing to enhance Knightdale's economic vitality, providing transportation connections, and expanding home choices for current and future Knightdale residents. Further, it is consistent with the Growth & Conservation Map's designation as an "Mixed-Density Neighborhood" Place Type, the Roadway Network Plan, and Sidepath and Greenways Plan. The request is reasonable and in the public interest as it aids in developing a vibrant, sustainable, and safe community design in which people not only desire to visit, but to also live, work, and play.*

#### **Staff Recommended Conditions**

1. Town staff, NCDOT, representatives from the railroad company, and the developer shall determine an appropriate intersection design at Robertson Street and North First Avenue. This shall be implemented prior to the issuance of the 50<sup>th</sup> residential Certificate of Occupancy.
2. The developer and Town shall explore additional access points to existing roadways such as Carolinian Ave, Massey Farm Road, Robertson Street, or Marks Creek Road. If any points of access are determined to be feasible, the developer shall design and construct them to Town standards.